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MEMORANDUM

TO: Keith Cotton
FROM: Rick Williams
DATE: December 12, 2006

RE: Lloyd District Regional Center Plan and Progress

I. BACKGROUND

In 1994, property owners and businesses within the Lloyd District in Portland, Oregon initiated a partnership with the City of Portland and TriMet to effect significant changes in commute mode choices over a 20-year period. The resulting plan, adopted as the *Lloyd District Partnership Plan*, was a comprehensive partnership agreement intended to manage growth while preserving and enhancing livability and access for this growing inner-city area. The recommended package of inter-related programs and strategies included:

- ✓ Improved transit service.
- ✓ Improved access and amenities for bicycling and walking.
- ✓ Maximum parking ratios for new office and retail development.
- ✓ Managing and limiting the supply of parking on large surface parking lots.
- ✓ Development of a plan for installing parking controls and parking meters in the district to eliminate free on and off-street commuter parking spaces.
- ✓ Agreements by the private sector to support and implement employee transit subsidy programs.
- ✓ Establishment of a private sector funding program through formation of a Business Improvement District.
- ✓ Creation of the Lloyd Transportation Management Association (LTMA) as a local, non-profit business organization that would act as both a forum and catalyst to implement the *Lloyd District Partnership Plan* and its associated employer based transportation program.
- ✓ Sharing of parking meter revenues, through the LTMA to support transportation and parking services within the Lloyd District.

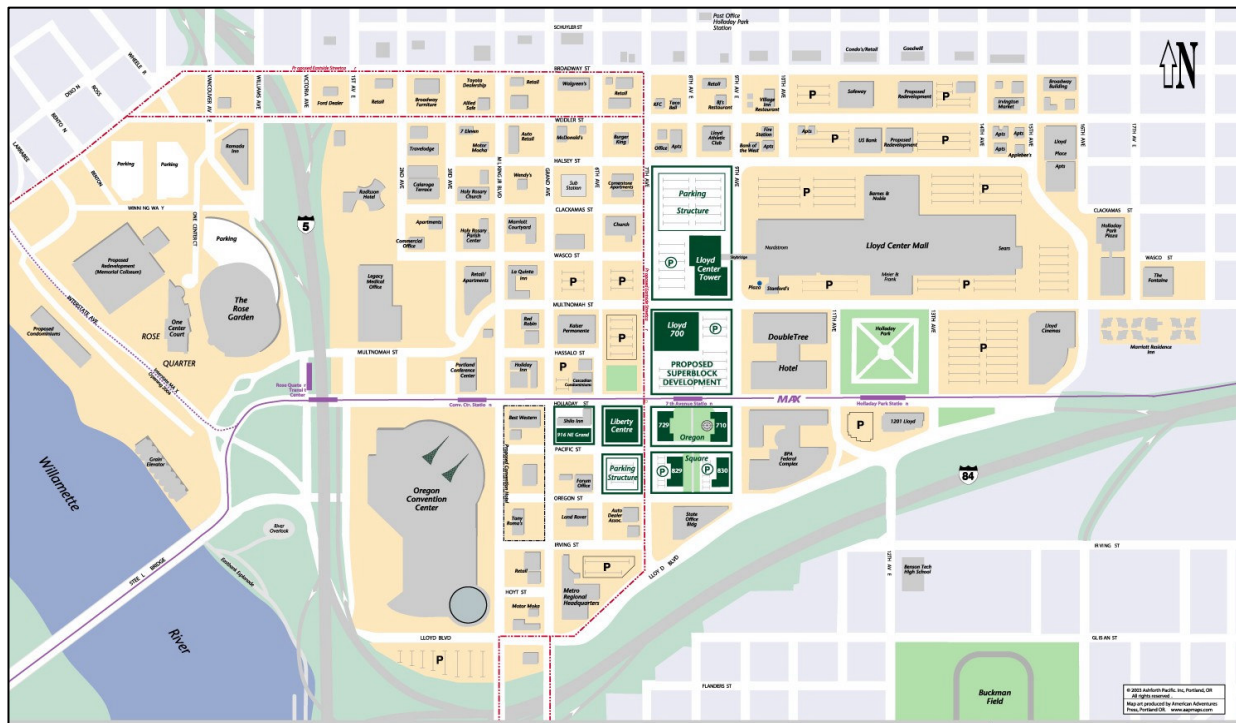
The *Lloyd District Partnership Plan* was finalized and adopted by the Portland City Council, the TriMet Board of Directors and the Board of Directors of the Lloyd Transportation Management Association and implemented in April 1997. At the time of initiation of the plan process in 1994, the average commute mode split for transit was 10% and bicycling was 1%. By 1997, the transit mode split had risen to 21%. At the end of 2005, transit has risen to 41% and bikes to nearly 5%.

The purpose of this memorandum is to describe the Lloyd District model in more detail and to provide a summary of important elements of the plan and program that facilitated its success.

II. OVERVIEW

The Lloyd District is located just east of Portland's Central Business District across the Willamette River. The area comprises 275 acres and currently employs just over 21,000 employees.¹ Approximately 650 businesses and 1,000 residential units are located within the Lloyd District boundaries.

The Lloyd District is a diverse district and home to the Oregon Convention Center (OCC), Lloyd Center Mall, Memorial Coliseum, the Rose Garden Arena, the Broadway/Weidler shopping corridor and the highest concentration of commercial office stock outside of the CBD. The district is also adjacent to four dense and historic central city neighborhoods.



Lloyd District Boundaries – Central City Plan District

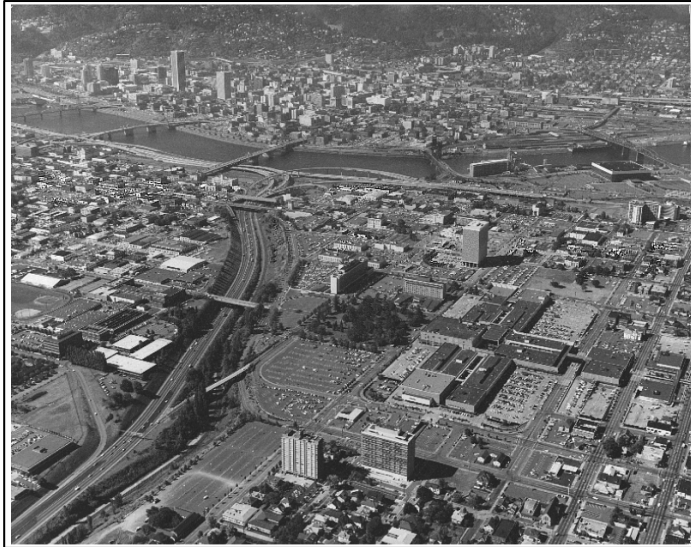
The district is served by Light Rail, which traverses the center of the district East/West to downtown as well as the northern extension of the light rail system, which traverses the western edge of the district. The Rose Quarter transit center, connecting both light rail and bus service is located just west of the Convention Center.

III. LLOYD DISTRICT IN THE 1990s

Prior to development of the partnership plan, the Lloyd District was a semi-suburban business district. There were no restrictions on parking development and the common/land use development pattern included mid-rise office served by large surface parking facilities. Parking was primarily free of charge and no limits were imposed on the number of stalls allowed per development, as contrasted to the downtown Central Business District where parking was limited to 1.0 stall per 1,000 square feet of commercial development.

¹ Metro estimate, 2005

In 1994, it was estimated that parking serving commercial properties in the district had been built at a ratio of just over 3.50 stalls per 1,000 square feet of gross floor area. Even though transit was present in the district, the commuter transit mode split was 10%. Single occupant vehicle (SOV) trips averaged 76% of all commute trips. The district had no bike lanes and very limited trip end facilities necessary to support bicycle commuting, which averaged < 1% in 1994.



Lloyd District - 1990

Overall, the district was developing at a very suburban standard. Without a change in development patterns, the district was destined to continue as a suburban enclave with low densities and inefficient use of available lands, which were being dedicated to parking.

IV. IMPETUS TO CHANGE

If 1990 modes splits for commuter access were to remain constant over the 20-year planning/growth horizon, traffic congestion at all access portals into the district would exceed LOS F in the peak hour and effectively strangle the district. These estimates and their impact on the district vision for jobs growth motivated the private sector to come to the table.

In 1992 the City of Portland initiated the Central City Transportation Management Plan (CCTMP) process, a comprehensive and collaborative public/private partnership that established aggressive jobs and housing goals for each of the five Portland Central City business districts. The CCTMP called for growth of 75,000 jobs and 15,000 housing units in the Central City by 2015, then began to examine the impact of such growth on the transportation system and the affect of such on the economic vitality of each business district. The Lloyd District was targeted to capture 20,000 new jobs and 4,000 housing units. Through the CCTMP the public sector and the private sector in the Lloyd District fully endorsed the jobs and housing goals.

The CCTMP adopted goals for jobs and housing, if successful, would more than double employment in the district and triple housing stock. However, if 1990 modes splits for commuter access were to remain constant over the 20-year planning/growth horizon, traffic congestion at all access portals into the district (north/south from I5 and east/west from I84) would exceed LOS F in the peak hour and effectively strangle the district. In short, traffic modeling suggested that achieving targeted employment growth would be unlikely if significant changes in access were not achieved. Even if congestion could be mitigated, the cost of providing parking at status quo levels (i.e., 3.50+/1,000 SF) would require 86+ acres of surface parking (over 31% of all land in the district) or thirteen 800 stall garages (at a cost of nearly \$204 million).

Given their near unanimous support for the CCTMP goals for jobs and housing, district stakeholders were left with two options, (1) maintain status quo development patterns and significantly reduce expectations and aspirations for job growth, i.e., reduce density and the jobs target, or (2) initiate an economic development plan that focused on reducing

congestion/improving access by transitioning higher percentages of existing and future employees into non-SOV modes of access. The stakeholders' decision to pursue the latter led to the initiation of the *Lloyd District Partnership Plan* process in 1994.

V. ADOPTING GOALS – ESTABLISHING LEADERSHIP

Between 1994 and 1997, the Lloyd District stakeholders formed the LTMA as an interim organization to pursue the goal of reducing congestion as an economic development strategy to support jobs and housing growth in the district. The interim TMA was funded through a \$250,000 three year CMAQ grant from Metro. The purpose of the CMAQ grant was not only to explore permanent formation of the TMA, but to negotiate, develop and begin implementation of strategies that would transition the district to a higher level of non-SOV commute modes.

Three key factors came in to play during this formative period.

1. The Lloyd District business community was represented by five key stakeholders who maintained a significant vested interest in the long-term health and vitality of the district.
2. Motivated public sector leaders committed to approaching change in a fairly suburban oriented business district in new and, to that point, innovative programs and partnerships.
3. Consensus on goals and targets that were formalized into the *Lloyd District Partnership Plan* and adopted as policy by the City, TriMet and the LTMA Board.

Private Sector Leadership

Per the growth and congestion estimates derived from the CCTMP work described above, Lloyd District business interests were clearly motivated to address the impacts of transportation access and economic growth. The levels of congestion forecast for the Lloyd District under status quo access would severely and adversely affect economic growth in the district.

Between 1994 and 1997, 65 CEO's of the largest businesses in the Lloyd District (representing over 80% of the value of ownership in the district and over ½ of all employment) were interviewed on the Lloyd District business climate and challenges to long-term growth and vitality. Of the challenges identified, 72% of those surveyed identified congestion as "the greatest challenge to on-going economic vitality and growth of the Lloyd District."

Out of this process five district leaders emerged with a commitment to lead negotiations with the City and TriMet on programs and strategies to address congestion and access while balancing the needs of business. The organizations these leaders represented included:

- *Pacific Development* (now Ashforth Pacific, Inc) – the largest single owner of property in the district.
- *Bonneville Power Administration* – federal agency, property owner and largest employer in the district.
- *Lloyd Center Mall* – the largest single property in the district at nearly 2 million square feet.
- *Kaiser Permanente* – large property owner and large employer in the district.
- *PacifiCorp* – second largest employer and property owner.

A key factor in the success of the *Lloyd District Partnership Plan* was the realization by this key leadership group that transportation access was the critical factor underlying the economic development vision for growth in the district. These five leaders served as the initial interim Board of Directors for the LTMA.

Public Sector Leadership

As with the emerging private sector leadership group, officials at both the City of Portland and TriMet came forward to negotiate the plan, realizing that if status quo access patterns were to change, then status quo programs (transit fare products, regulatory, etc.) and service delivery systems would likely need to change in new directions.

The public sector leadership group was instrumental in setting the tone for the district plan development process by stressing their desire for innovation and partnership throughout the process. Senior leadership involvement at the outset of the planning process carried through to the public sector staff level who were provided the necessary direction and room to make changes. The public sector leadership participated at key stages throughout the negotiation and strategy development process. Strong participation was contributed by:

- City of Portland Commissioner for Transportation
- TriMet General Manager
- Director of the Bureaus of Transportation and Planning
- Director of the Department of Environmental Quality
- Director of Transportation, Metro

A key factor in the success of the *Lloyd District Partnership Plan* was the willingness of the public sector to engage in discussions and negotiations that challenged the assumption of effectiveness of then current programs, regulatory practices and service delivery systems as a means to develop new programs and strategies for implementation in the Lloyd District.

Goals and Targets

The foundation of the *Lloyd District Partnership Plan* was the consensus agreement derived from the process that (a) reaffirmed and formalized the jobs (20,000 net new) and housing (4,000 net new units) goals of the CCTMP and (b) established and formalized commute mode split targets that were directly tied to congestion mitigation. This consensus agreement assured that all programs and strategies developed through the partnership could be correlated back to (and measured against) progress made toward meeting jobs, housing and access objectives. Along with the goal for jobs and housing already described, the partnership plan established the following targets for access.

Mode of Access	1994 – Status Quo	2015 – Adopted Target
Transit	10%	42%
Bike	1%	10%
Walk	1%	5%
Rideshare	16%	10%
Drive Alone	72%	33%
Total	100%	100%

As stated earlier, these consensus targets were adopted into formal policy (documents and plan) by the Portland City Council and the TriMet Board of Directors. Metro incorporated the same targets into its *Region 2040* plan, thereby giving on-going policy and planning support to the *Partnership Plan*. Though extremely aggressive, the targets established ensure that (a) the net impact of 20,000 new jobs in the district will maintain LOS access at reasonable levels to support business growth and (b) the majority of new parking developed for the district would be built to accommodate customer/visitor access in the off-peak hours.

A key factor in the success of the *Lloyd District Partnership Plan* was establishing access targets that were directly related to specific goals for congestion and using those established goals to evaluate the effectiveness of programs, strategies, infrastructure development and regulations to achieve the desired targets. In other words, the adoption of consensus targets for access created an essential/necessary context from which discussions of innovative solutions could take place.

VI. CREATING A BUSINESS SUPPORTIVE ACCESS ENVIRONMENT

The mission of the *Lloyd District Partnership Plan* is “to support the economic vitality and growth of the Lloyd District through transportation programs and strategies that enhance access while reducing commute trips to and from the district.”

The *Lloyd District Partnership Plan* is based on the premise that the mission of the plan is “to support the economic vitality and growth of the Lloyd District through transportation programs and strategies that enhance access while reducing commute trips to and from the district.” To achieve this, the status quo transportation system and programs in place in the

mid-1990’s had to be changed to create an access environment that would allow and foster significant changes in commute mode choices.

Several initiatives and public/private partnerships were implemented in line with (and as a part of) the *Lloyd District Partnership Plan*. There were three elements that truly fostered change and encouraged participation by the public and private sectors in the Lloyd District. They included efforts that were:

- Regional Initiatives
- Local and private sector policy agreements
- Public Private Partnerships

Again, these efforts, when combined, formed the foundation for changes that fundamentally changed the access environment in the Lloyd District. Taken together they were mutually reinforcing

actions that required equal participation by both the public and private sector and also resulted in measurable benefits to all the Lloyd District partners. A summary of some of the major efforts is described below:



Lloyd District - 2004

Regional Level Initiatives

Urban Growth Boundary/Centers Concept

While not a direct outcome of the *Lloyd District Partnership Plan*, the Portland metropolitan area urban growth boundary played a key role in focusing regional attention on managing “up rather than out.” This gave impetus to the development of regional and town centers through the Portland region and directed jurisdictions to find more efficient and innovative ways to manage congestion and access into and out of urban and urbanizing centers. The Lloyd District truly benefited from Metro’s planning efforts in this regard. In 1994, the Lloyd District was the first “center” to formally initiate a local level planning effort fully targeted toward establishing a transportation vision and plan tied directly to a economic development plan for an area.

Regional Parking Maximum Ratios for New Development

An outgrowth of the regional centers planning process was adoption of regional parking maximums for all commercial/retail development within the three County Portland metropolitan area. Maximum parking ratios for most commercial office development within center areas served by transit were equalized at 3.40 parking stalls per 1,000 SF. Ratios were more generous in lower transit “zones,” but a uniform standard was established across the region. In a sense, this was the first step in the area of parking management where it could truly be said that the region had “leveled the playing field” for managing access and parking development.

The Lloyd District benefited by the introduction of regional maximum parking ratios, given that at the time of implementation of regional parking ratios, the Lloyd District was finalizing its consensus and support for adoption of commute mode split targets. Maximum parking ratios were seen as a clear and direct link to influencing mode choices, thereby establishing a relationship between the amount of parking built and the relationship of that to alternative modes.

Transit agency – special consideration strategy

Correlated to regional parking maximums was a strategic policy decision by the transit agency (TriMet) to adopt a “special consideration strategy” designed to reward jurisdictions that implemented measures and programs that encouraged increasing transit ridership. Jurisdictions that agreed to implement such measures would be given “special consideration” for fare pricing, transit service and other transit supportive infrastructure. Measures favored by the transit agency included (but were not limited to):

- Elimination of free commuter parking
- Maximum parking ratios that were more aggressive than the regional standard
- Agreements to bulk purchase employee transit passes
- Restrictions/prohibitions on surface parking lot development
- Design guidelines and restrictions on parking near light rail alignments

In light of its aggressive goals for transitioning greater numbers of commuters into alternative modes (i.e., 10% - 42% transit mode shift), the Lloyd District utilized the special considerations strategy in its negotiation of the *Lloyd District Partnership Plan* (see below).

Local and Private Level Initiatives

Adoption of jobs/housing goals

This strategy has already been discussed above. It is important to reiterate, however, that the adoption of these goals, particularly the aggressive jobs goal, created a context for evaluating the impacts of this vision on the district's transportation systems. The direct relation between jobs goals and system functionality formed the basis of the effort and need to transition commuters to higher percentages of alternative access modes. It is difficult to imagine that the business community would have been as engaged without establishing the clear threat that these growth goals had on economic development under status quo access scenarios.

Adoption of mode split targets for all modes

The ability for the community to come to consensus on a 20 year vision for how new growth in employment would access the district was critical to the success of the *Lloyd District Partnership Plan*. Formalizing those targets into regional, city and transit agency policy and planning documents helped establish an environment where discussion of programs, strategies and infrastructure was correlated to specific targets. In other words, programs, products and infrastructure decisions were required to be evaluated against the question of (for instance) "how does this idea or program facilitate getting to a 42% transit mode split?" The very aggressive nature of the targets meant that many "status quo" strategies were inadequate to move the district forward. The result is that more creative, innovative and new ways of thinking had to be pursued.

Eliminate free commuter parking (meters)

The initiative to remove free commuter parking from the Lloyd District was a seminal event within the partnership plan. The leadership of the business community, which led the process to move the district to metering, demonstrated that the commitment to move and encourage employees to seek (a) off-street parking or (b) alternative modes was real. It also demonstrated that the community truly recognized the long-term consequences for the district vision if the mode split goals were not achieved. Central to this initiative was the partnership elements that came together to support metering (see, Partnerships, below).

Support parking maximums for new development at a rate less than the regional requirement

The Lloyd District was the first business district in the Central City (and region) to support lowering its maximum parking ratios to a level significantly less than the regional standard. This was done (1) as a recognition that the regional maximum of 3.41/1,000 SF would not result in enough "pinch" to push transit modes splits to 42% and (2) that being more restrictive on parking development would result in special consideration at the regional level and at the partnership level. For these reasons, the Lloyd District adopted maximum ratios for commercial and retail development of 2.0/1,000 SF.

Elimination of minimum parking requirements

In conjunction with the new maximum parking ratios, the *Partnership Plan* also led to the elimination of all minimum-parking requirements (for all uses) in the district. This was based on the recognition that the market would determine the appropriate level of parking for projects within the parking maximum.

Prohibition on new surface parking

The land requirements necessary to accommodate 20,000 new jobs in the district could not be achieved if the district continued to build parking, as it had historically, on surface parking lots. As mentioned earlier in this report, status quo development patterns (for parking) would require 86+ acres of land to accommodate 20,000 jobs, let alone parking that would be required for visitor uses. For this reason, the Lloyd District partnership agreed to a code prohibition on the future development of surface parking lots in the district.

Partnerships

Exemption from site specific ECO Rule

In 1995, the State of Oregon implemented the Employee Commute Options (ECO) Rule that required all employers in the Portland metropolitan region with 50 or more employees to implement programs to reduce employee drive alone commute trips. The program requires that each business in the region develop a trip reduction plan, receive State approval of the plan and measure and report progress toward achievement of that plan. Plans are required to be developed for each individual worksite in the region.

Through the *Lloyd District Partnership Plan* the LTMA negotiated an “exemption” in the state law that allows districts to comply with the ECO Rule rather than individual businesses. Under specific provisions of the Rule, if an area eliminates free commuter parking, restricts the sale of commuter parking and limits development of new parking (at rates less than the regional standard) then businesses in the district comply with the rule by virtue of their location within that district. Within the context of the partnership plan, this agreement streamlined the ECO process for individual businesses, gave additional “value” to efforts to manage parking development and augmented the LTMA’s role in the district as a central provider of transportation demand management services.

New direct route transit with increased pass sales

As an incentive for businesses to sell transit passes, TriMet and the TMA negotiated a partnership that linked the number of net new employee transit passes sold in the district to the provision of new transit service to the district. The *Partnership Plan* provided 1 new direct route bus line to the district for every 2000 net new passes sold. In return, the TMA agreed to work to purchase at least 6,000 passes.

This agreement was entered into as a result of the LTMA’s success in working with the business community to remove free commuter parking from the district and implement on-street metering. The parking management strategy was a key goal of TriMet as a means to better facilitate transit use and maximizing the assets (buses/light rail) it had already made in the district. To date, this partnership has resulted in the addition of three new bus lines to the Lloyd District.

Creation of PASSport annual employee transit pass and area versus individual usage rate

Through the *Lloyd District Partnership Plan* TriMet established the Lloyd District PASSport program with the TMA. The PASSport is a “discounted” annual pass that is sold exclusively to businesses in the Lloyd District. The TMA coordinates all sales of the PASSport in the district. Unlike the “regional PASSport” that TriMet sells outside the Lloyd District (to other businesses) the rate at which the Lloyd PASSport is calculated is based on transit mode splits for all

businesses located in the Lloyd District (an area standard), rather than the mode split of the individual business. This works to reward businesses that exceed the district average for transit.

Revenue sharing (meters/pass sales)

The decision to meter the district and commit to aggressive pass sales goals/targets led to agreements with the City of Portland to “allocate the majority of net meter revenue back to the Lloyd District.” As such, in return for the agreement to meter the on-street parking system, stakeholders are allowed to share in meter revenue. For the Lloyd District, net meter revenues are allocated to the LTMA to support its operations and programs. Currently, the LTMA receives \$75,000 annually for its operations. Additional net revenue is allocated directly to district priority projects, programs and capital improvements.

By agreeing to serve as the central point of sales for PASSports (through its district based transportation store) the TMA receives a 3% commission on the sales of the passes.

Formation of the LTMA and the Business Improvement District

Establishment of the LTMA was a key factor necessary for the success of the *Lloyd District Partnership Plan*. The LTMA provides a useful and strategic forum for all the partnering agencies and the business community to come together. The LTMA also provides a central resource for delivering programs, accessing the business community and monitoring and reporting on success measures developed in the *Plan*.

The LTMA maintains a program staff of 2.8 FTE and a part-time Executive Director. There are 5 standing committees at work on district projects and programs. The committees include Transportation, Bicycles, Pedestrian Environment, Transportation Coordinators and Marketing. All serve under the oversight of the Board of Directors.

As a result of LBID funding, all tenants of commercial properties in the Lloyd District are automatically guaranteed membership in the LTMA by virtue of the building owner's participation in the BID assessment. Tenants merely need to use the services of the organization to become a qualified member.

Another element of the *Partnership Plan* was the agreement by the business community that a private sector source of funding would be identified and implemented within three years of implementation of the *Plan* (by 2000). Between 1997 and 2000 the majority of TMA funding was derived from the meter revenue, regional grant money (CMAQ) and commissions from transit pass sales. The partnership's goal was to have an “equal and meaningful match” of private sector funding as well. In 2000, the LTMA worked with property owners in the district to establish the Lloyd Business Improvement District, an assessment on *commercial property ownership*. Successful establishment of the LBID assured continued meter and commission allocations to the LTMA and the *Partnership*. The LBID also assured that the LTMA would not be a dues based organization (which is common for many TMA's).

Business Energy Tax Credits (BETC)

The State of Oregon provides a “business energy tax credit” that make investments in energy saving measures, which includes investment in employee transportation benefits programs. The BETC provides a 35% credit against business income taxes.

The LTMA began partnering with its members and the State of Oregon in a program that allows businesses to transfer their tax credits to a non-profit, which would allow the non-profit to then sell those credits on the open market (much like federal air quality credits). Over the course of the past four years, member businesses have transferred their credits to the LTMA, resulting in approximately \$200,000 annually in funds for the LTMA. In return for these transfers the LTMA guarantees that BETC funds are invested in a negotiated list of priority infrastructure projects within the Lloyd District (The Lloyd District Opportunity Fund). No BETC funds are used for LTMA operations.

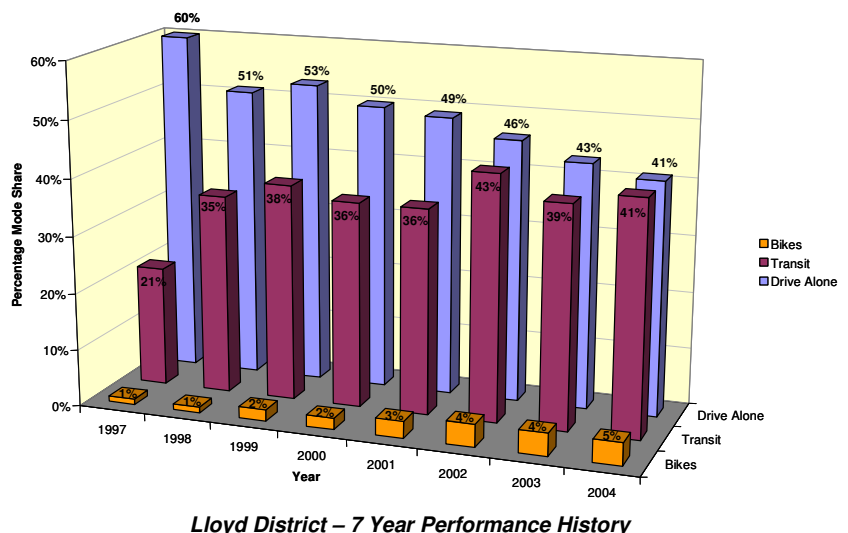
Programs and projects funded over the past several years with the BETC funds include:

- Transit trackers in district bus shelters and light rail platforms
- Lighting upgrades in bus shelters
- Bicycle racks and storage lockers in and on private commercial properties
- Transit pass “rebates” to small businesses purchasing the PASSport program
- Pedestrian way street lighting improvements
- Pedestrian crossing upgrades and improvements
- Landscaping improvements in public landscape islands
- Signage and wayfinding

Overall, the ability for the Lloyd District to create a business supportive access environment came together as a result of a number of mutually reinforcing strategies and partnerships. Each element was implemented due to the fact that both the public and private sector derived benefit and leverage from their involvement in implementing that specific element.

V. WHERE WE ARE NOW

The success of any plan is demonstrated in the ability to objectively measure its results. Effective performance measures allow a partnership to track success as well as failure. Measurable success allows all partners that contribute and participate in a plan process to realize value and return on investments. Recognition of failures allows partners to respond in a timely manner to make changes or revisions to programs and strategies, thereby minimizing adverse impacts to the overall goals and objectives of the plan.



The *Lloyd District Partnership Plan* was adopted with clear measures of performance built into the plan. Measures incorporated into the plan include:

- Annual Passport sales targets
- Specific annual infrastructure improvements (i.e., number of long-term and short-term bike racks/lockers, lighted bus shelters, pedestrian safety improvements, establishment of Transportation Store, etc.).
- Revenue hours of bus service to the core of the business area of the district.
- Number of bus routes serving the core of the business area of the district.
- Number of employer sites in the district participating in the LTMA Passport transit program.
- Number of Passports sold and % distribution of passes to Lloyd District employees.
- Number of off-street parking spaces prioritized for peak hour carpool/vanpool use.
- Number of annual transportation events held in the district each year as a means to raise awareness of program options.
- Ratio mix of long-term on-street parking spaces to short-term spaces in the area as a means to achieve goal of 80% short-term/20% long-term.

Through the LTMA, the district conducts an extensive annual survey of nearly 6,000 employees from member businesses. The annual LTMA Commute Options Survey measures actual mode split behavior as well as deriving information on program/product awareness, effectiveness of service delivery and other issues that can serve to inform future programming. Every three years the LTMA contracts with a private third party research firm to conduct a more extensive random sample survey of all employees in the district (member and non-member) to assure objectivity and confirm/verify results from LTMA survey.

Specific results that have transpired since implementation of the *Lloyd District Partnership Plan* in 1997 include:

- ✓ Employee transit commute mode splits have increased from 21% (1997) to 41% (2005) for LTMA members and from 10% (1997) to 30% (2005) for non-LTMA members.
- ✓ Employee bicycle commute mode splits have increased from 1% (1997) to 5% (2005), members and non-members.
- ✓ Pedestrian commute trips are up 46% over the past three years (all businesses).
- ✓ Commercial office vacancy rate fell from 12% (2001) to 3% (2005), resulting in increase of 3,000 net new employees to the district.
- ✓ Average built ratio of parking has decreased to 1.95 stalls per 1,000 SF (from 3.5+ per 1,000 SF)
- ✓ Over 1.3 million square feet of new public/private development has taken place in the district since 1995 with no net increase in total parking supply. This includes the expansion of the Oregon Convention Center (doubling its size) with no addition of new parking.
- ✓ Employee annual transit pass sales have increased from 1,250 in 1997 to 6,000 in 2005.
- ✓ LTMA member businesses now invest over \$1 million annually private in the LTMA transit program
- ✓ Three new direct route bus lines have been added to the district since 1997 as a result of partnership agreement success in meeting pass sales goals. Service hours have also been increased on existing routes.
- ✓ Fareless Square was extended to the Lloyd District from downtown as a result of achievement of partnership goals (2001).
- ✓ Annual reduction of 3.9 million vehicle miles traveled (VMT).

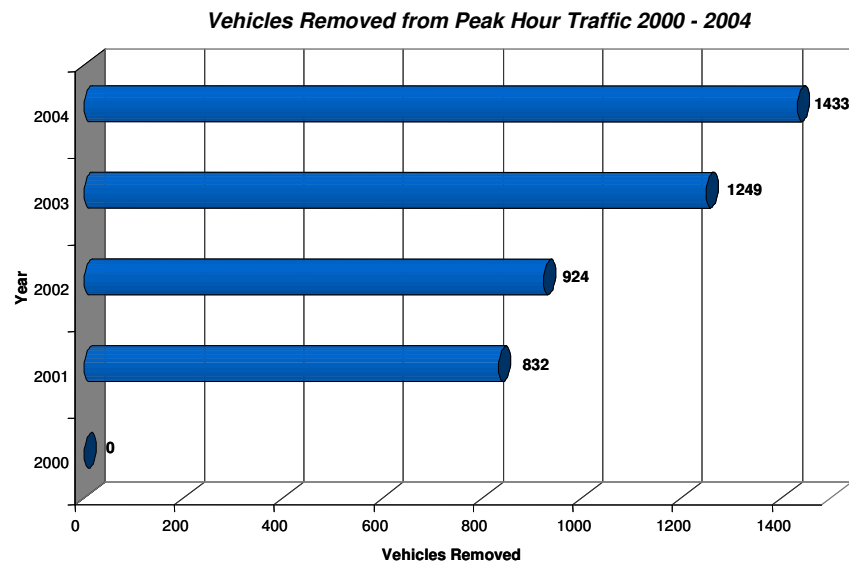
Overall, the *Lloyd District Partnership Plan* has achieved numerous successes since its implementation. These achievements can be measured against previous performance, which has allowed the partnership to realize real value for the investments they have made into the programs and strategies of the plan.

VI. COMMUNICATING VALUE

The value of any program can be very different for individual partners to a plan. For the public sector, value may be trip reduction and increasing use of alternative modes, regardless of cost. For the private sector, value is more often than not financial or some factor of positive return on an investment (i.e., real financial return, increase in customers/sales and/or financial leverage). For the user of the program, value can be in time, cost or environmental improvements. Overall, the *Lloyd District Partnership Plan* has been successful in its ability to communicate value at a number of different levels.

Public Sector Value

There are many different factors that express the value of the partnership plan to the public sector. In the area of congestion, the efforts of the *Lloyd District Partnership Plan* have resulted in the elimination of 1,433 commute trips from the peak hour. This can be translated into both lane miles of capacity enhanced by the plan or in terms of future expenditures in roadway capacity saved over time.



Of course, for the transit agency, increases in ridership and the capture of an increasing market share of mode choices is a clear and measurable value. As stated earlier, the Lloyd District plan has resulted in a significant change in employee commute choices since the plan began development in 1994 (10%) to its implementation in 1997 (21%) to the present (41%). The value of the program has justified TriMet's development of the Lloyd District Passport Annual Pass format as well as its investments in additional transit service and the extension of Fareless Square.

For the regional and state governments, the impacts of the *Lloyd District Partnership Plan* on the quality of air can be translated into success toward achieving requirements established in the State's Implementation Plan for Air Quality as well as justification for implementation of the Employee Commute Options (ECO) Rule for the Portland Metropolitan Area.

Pollutant Problem	Annual VMT Reduced 2005	Pollution or Fuel Consumption @ 13,250 VMT	Annual Savings/Reduction
Hydrocarbons (HC) Urban Ozone and Air Toxics	3,879,896 VMT	97 lbs. of HC	28,404 lbs. Of HC reduced
Carbon Monoxide (CO) Poisonous Gas	3,879,896 VMT	750 lbs. of CO	219,617 lbs. of CO educed
Nitrogen Oxides (NOx) Urban Ozone and Acid Rain	3,879,896 VMT	50 lbs. of NOx	14,641 lbs. of NOx reduced
Carbon Dioxide (CO2) Global Warming	3,879,896 VMT	13,400 lbs. of CO2	3.9 million lbs. of CO2 reduced
Gasoline (Imported Oil)	3,879,896 VMT	733 gallons	214,639 gallons of gas saved

As the table above suggests, VMT reductions associated with the success of the plan has resulted in measurable and significant improvements in air quality and savings in gasoline consumption.

For the City of Portland, the goal of eliminating free commuter parking, which supports broader goals for transportation system efficiency, revenue and air quality are all addressed in the *Partnership Plan*. To achieve these goals, the City's agreement to share parking meter revenue with the private sector (through the LTMA) made sense and has proven to be a strategically sound investment.

Private Sector Value

The value of the *Lloyd District Partnership Plan* to the private sector can be expressed in a number of different ways. At the highest level, the savings in both land efficiency and parking development costs are significant. As stated earlier, under 1994 status quo development patterns, the cost in land for parking development (to meet jobs targets) was approximately 86 acres. The removal of 1,433 commute vehicles from the peak hour, freeing up existing parking for customer/visitor access resulted in a savings of over \$35 million in future parking development costs alone.²

The cost savings associated with moving greater percentages of employees into alternative modes has translated into even greater future savings for development in the district. Because increasing employment growth can now be accommodated in fewer parking stalls (i.e., 1.95 stalls per 1,000 SF vs. 3.50 stalls per 1,000 SF) future developments will save approximately \$153 million in parking costs versus previous development patterns and parking demand.

² Structured parking in the Lloyd District has averaged \$25,000 per stall (2006 \$) to develop and construct.

MODE CHANGES NECESSARY TO ACHIEVE ESTABLISHED GOALS

Mode	1997 Mode Split	1997 Employees	2015 Mode Split	2015 Employees	Net Change	% Change
Drive Alone	60.0%	10200	36%	12240	2040	20%
Rideshare	16.0%	2720	10%	3400	1360	25%
Bike	1.0%	170	10%	3400	3230	1900%
Walk	1.0%	170	3%	1700	1530	900%
Telecommute	1.0%	170	1%	340	170	100%
Transit	21.0%	3570	40%	13600	8500	238%
TOTAL	100%	17000	100%	34000	17000	

Number of new parking stalls to meet SOV growth:	2,040 vs. 10,200
Cost to develop needed parking demand:	\$51 million vs. \$204 million
Development cost savings:	\$153 million

Value can also be expressed as an increase in visitor trip capacity created as a result of transitioning employees out of existing parking stalls. A key goal of the *Partnership Plan* was to (a) transition employees out of SOV trips and (b) prioritize parking for customer/visit access. As noted above, the *Partnership Plan* has successfully transitioned 1,433 employees out of existing parking into non-auto modes of access. On average, a customer-parking stall in the Lloyd District turns over 4 times during the business day. It is assumed that an employee stall turns over just once, based on an all day stay. As a result of this transition, the district has gained capacity to accommodate approximately 5,732 new customer/visitor trips each day without building a single net new parking stall. This value ranks very highly with the retail sector based in the Lloyd District.

Finally, there is value to the employee who is the end user of most programs associated with the *Partnership Plan* (whether transit, bike or walk). At the level of fuel consumption, the *Lloyd District Partnership Plan* programs have resulted in a savings of 1,034 gallons of gasoline daily (or 301,298 gallons a year), based on average daily commute VMT of 13 miles in vehicles averaging 18 miles per gallon. The savings to affected Lloyd District employees is \$568 a year.

Pollutant Problem	Annual VMT Reduced 2005	Fuel Consumption @ 18,629 VMT (Daily)	Annual Savings/Reduction
<i>Gasoline Imported Oil</i>	3,879,896 VMT	1,034 gallons	301,928 gallons of gas saved
<i>Cost of Gasoline Expense to employees</i>	3,879,896 VMT	301,928 gallons of gas	\$815,205 saved @ \$2.70 per gallon of gas
Cost of Gasoline Expense to each employee/vehicle affected	3,879,896 VMT	\$815,205 cost of gas @ 1,433 vehicles removed	\$568 saved per affected employee/vehicle

[NOTE: Factors for determining emissions and fuel consumption savings/reduction were derived as averages from the U.S. Environmental Protection Agency's National Vehicle and Fuel Emissions Laboratory Standards for Passenger Cars and Light Trucks (i.e., standard passenger vehicles, pickups, vans, minivans and sports utility vehicles. Fuel costs were used assuming an average cost of \$2.70 per gallon and the removal of 1,433 peak hour vehicles as established in the Lama's District Survey of employees.)

VII. SUMMARY

In December of 2005, Metro and the Portland Business Alliance released The Cost of Congestion to the Economy of the Portland Region. Significant findings from the study concluded that:

- "The Portland metropolitan region's economy is transportation-dependent."
- "Congestion threatens the region's economic vitality."
- "Businesses are reporting that traffic congestion is costing them money."
- "Failure to invest adequately in transportation improvements will result in a loss valued at \$844 million annually by 2025 – that's \$782 per household and 6,500 jobs."

Looking back on the *Lloyd District Partnership Plan* it was apparent that the stakeholders in the Lloyd District recognized the threat of congestion much earlier than other business districts and began implementation of a plan and partnership that has directly impacted congestion and access for the Lloyd District. This has resulted in significant changes in commute mode behavior as well as cost savings and value benefits to the public and private stakeholders of the Lloyd District.

The Lloyd District experience can serve as a model for other business districts, town and regional centers. The key components of success in the Lloyd District began with identification of a problem unique to the district (i.e., congestion and its impact on development) and willing and innovative leadership at both the public and private level. Programs were designed to achieve specific targets and goals, which required critical thinking and planning as related to status quo programs that were then in place.

Lloyd District Partnership Plan Key Factors for Success
<ul style="list-style-type: none"> • Wide-spread recognition of economic opportunity
<ul style="list-style-type: none"> • Ability to create a shared set of goals
<ul style="list-style-type: none"> • Willingness and capacity to challenge the status quo: <ul style="list-style-type: none"> ○ Transportation infrastructure ○ Service programs ○ Development policies ○ Service arrangements
<ul style="list-style-type: none"> • Aptitude to assess the barriers to goal achievement
<ul style="list-style-type: none"> • Motivation to invest public and private funds in partnership
<ul style="list-style-type: none"> • Long-term commitment to the plan, accountable through the TMA forum and measurement

Finally, the partnership developed a clear understanding of the value of change from the perspective of individual stakeholders and a strong standard for measurement and reporting.

**FLOW CHART
LLOYD DISTRICT PARTNERSHIP PLAN**

